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# **Report of Findings**

**by**

## **Hamilton—Wentworth Community Employment Strategy Management Committee**

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GOVERNMENT DOCUMENTS

**May, 1977**

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REPORT OF FINDINGS


BY

HAMILTON-WENTWORTH  
COMMUNITY EMPLOYMENT STRATEGY  
MANAGEMENT COMMITTEE

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## Membership of

### Hamilton-Wentworth Community Employment Strategy Management Committee

The Committee consists of a cross-section of concerned community-minded citizens from diverse backgrounds. They are:

#### Professions

D. McCallum (Chairman)      Ross & McBride, Barristers & Solicitors

#### Business

R. Lane      Steel Co. of Canada, Ltd., Personnel and  
Industrial Relations Representative

W.W. Nelson      G.T. French Paper Ltd., President

L. Shepherd      Westinghouse Canada Ltd., Personnel Officer

#### Community Organizations

M. Cornell      Single Parent Area Committee

J. Morris      People for Alliance (Hamilton)

#### Labour

W. Elliott      United Steelworkers of America,  
International Representative

R. Lees      Ontario Public Service Employees Union,  
Staff Representative

#### Social Agency

D. Peirce      Social Planning & Research Council of  
Hamilton and District

#### Government

W.M. Carson      Commissioner of Social Services,  
Regional Municipality of Hamilton-Wentworth

G. Empey      Manager, Canada Manpower Centre (Hamilton)

L.E. Strang      District Director,  
Ministry of Community & Social Services

#### Staff

A. Buckley      Consultant

M. Brown      C.M.C./C.E.S. Liaison Officer

G. Hartley      Administrative Assistant





## INTRODUCTION

This report describes Community Employment Strategy Management Committee as it has been active in Hamilton-Wentworth over the past months. The Committee has looked at unemployment from the point of view of the unemployed person, those who serve him or her, and those who might provide employment. By and large the system seems to work reasonably well for the average unemployed person. However, the Committee's mandate was to identify specific barriers which inhibit entry or re-entry to the work force. While, therefore, the Committee's findings may appear to be negative, it acknowledges the many good things which it found but which it was not its duty to report. More specifically, the Committee would like to record that everyone contacted was concerned and wanted to improve the system.

The report is only the beginning of what is hoped to be a wide ranging community discussion. The problem areas have been pin-pointed and the next step is for the community to engage in serious consideration of possible solutions. If this is successful then some of the barriers will be removed; but the community must become involved.



## PART I

### Hamilton-Wentworth Community Employment Strategy

#### What it is and What it does

Community Employment Strategy (C.E.S.) represents the recognition by both Federal and Provincial governments that many employment problems are peculiar to a community and as such, are best dealt with in that context by its concerned members. To oversimplify, our forefathers when they had a community problem, such as fire fighting, did not ask for government assistance but mobilized their own resources to meet the crisis. In our more complex, interdependent society, problem solving requires liaison with all levels of government; however, the community still has a significant role to play. Both senior governments acknowledged this when jointly they established C.E.S. in several communities across Canada.

Hamilton-Wentworth Regional government also recognized this fact when they willingly accepted the project as a worth-while experiment for this area.

#### The Objectives of Hamilton-Wentworth C.E.S.

The Objectives are twofold:

1. To facilitate the entry of people, who are usually dependent for all or most of their income on income support programs, into productive employment, to the social and economic advantage of both the individual and the community.





2. To ensure maximum efficiency in the use of government employment-related programs primarily for the above group.

The basic strategy of the C.E.S. Committee is to involve the community in attempting to reduce the barriers to employment experienced by the selected group. In more specific terms this group consists of people dependent on General Welfare Assistance (G.W.A.), Family Benefits (F.B.A.), Unemployment Insurance (U.I.), and Workmen's Compensation (W.C.).

Having identified the overall target group, the Committee proceeded to simplify the process by selecting two subgroups for detailed attention. These are:

1. Unemployed youth aged 18-21 years who are presently in receipt of income support payments.
2. Single parents who have been receiving Family Benefit Assistance for less than two years, or those who, having been on F.B.A. for a period, will become ineligible in less than two years because their children will pass the specified age limits.

#### The Duration of the Committee's Mandate

The Committee's mandate ends 31st March, 1978. Obviously, the problems under consideration will not all be solved by that date. However, it should be clear within that period whether or not the approach of the Committee is effective and should be continued.



One indication of at least partial success would be if community dialogue resulted in an attitude of "our community should do something" rather than "let's ask the government to do it".





## PART II

### The Committee's Findings

It was decided early that it was not possible to involve the community in a discussion of all phases of the problem in the time allowed. Instead, the first few months were spent in defining the problem areas so that meaningful community discussion could be focused on these. To do this the Committee broke its task into three parts:

- a) Interview groups of people on transfer payments. For brevity these were called User Groups. In all, 9 groups were interviewed covering approximately 70 people.
- b) Groups of Servicers were also interviewed. These were made up of front line staff of agencies directly involved with the unemployed. Six groups were interviewed consisting of approximately 40 people.
- c) Employer, Union and Community Groups were also contacted.



To further explore the problem, each member of the Committee (except government staff) undertook to work through the system with five unemployed people in an attempt to see the situation from their eyes. The Committee, after evaluating the results of the interviews, formulated its findings.

In submitting these findings it is not intended to provide a definitive statement but rather a summary of the situation as it was found to exist. While the sampling process was not rigorous in a scientific sense, it is firmly believed broader sampling would only have been repetitive. While many of the conclusions may be subjective, they are nonetheless real to the unemployed.

All interviews were conducted on an anonymous basis and confidentiality was stressed. While one can never be sure that such information is reliable, its authenticity increases greatly when it is repeated independently by several individuals.

Most of the Committee members have work experience in the interviewing field. That, in itself, does not mean the Committee's assessments of the individuals and groups interviewed are correct, but the likelihood of the Committee being "conned" was probably greatly reduced. The fact that the Committee members represent a broad cross-section of the community and have greatly differing social, economic and political views led them to subject the findings to close scrutiny. Nonetheless, the Committee at this point can only say, "this is how we see it after a good close look".





Many of our findings may seem negative with respect to the income support systems. For many people, the systems work well. Unfortunately, the problems in the systems cause the greatest difficulty for the "hard-to-employ" who most need assistance. The Committee is aware that a few Users abuse the income support systems, but the majority of Users really want to work. The report may seem harsh on Servicers, but the overall impression is that the great majority really try to do a good job, but are frustrated by poorly operating systems. Many of the problems in the bad systems flow directly from societal attitudes to Users and Government. In presenting these findings it is hoped our community will do something about it.

Before reporting its findings, the Committee wants to state that it was greatly concerned with the overriding problem of lack of job opportunities under the present economic climate. It does believe that with sufficient fresh initiatives, enterprises may be found for the "hard-to-employ" people. An example is the conversion of garbage waste into animal feed. The Committee is presently involved in a feasibility study in this area. While there is no one simple solution to the problems of unemployment, it is believed that a variety of community efforts could have significant impact.



## C. E. S. MANAGEMENT COMMITTEE FINDINGS

### GOVERNMENT SYSTEMS

1. THREE DIFFERENT LEVELS OF GOVERNMENT RESPONSIBLE FOR ADMINISTERING INCOME SUPPORT PAYMENTS PRODUCES ENDLESS CONFUSION AND RUNNING AROUND FOR THE USERS.

An example of this confusion is the case of an individual who, having suffered a back injury for eleven years, finally had to leave his job at his doctor's advice. Outlined below are his endeavours at securing financial assistance and their results.

- i - applied for Unemployment Insurance benefits
- ii - delay
- iii - applied for Welfare benefits
- iv - received partial payments from Welfare
- v - frequent visits to Unemployment Insurance Commission
- vi - further delay
- vii - received Unemployment Insurance benefits four months after the initial application
- viii - applied for Canada Pension Plan Disability Pension
- ix - received a negative reply from Canada Pension Plan office one year after initial application
- x - applied to Ministry of Community and Social Services for a disability pension
- xi - received a partial disability pension from the Ministry of Community and Social Services

2. EACH GOVERNMENT BUREAUCRACY OPERATES ON THE BASIS OF ITS OWN SELF-INTEREST.

Given the fact that it must operate within a somewhat limited budget, attempts made by the staff to transfer the financial costs of a User to another system are perceived by management as an achievement. A User cut-off one of the systems would generally appear in another system. For instance, an unemployment insurance recipient, who has been disentitled, would probably show up on the welfare rolls while a disentitled welfare recipient might appear in some other support system. As taxpayers, we feel that it is immaterial which level of government provides the necessary transfer payments as long as the shifting of responsibilities among Servicers is kept at a minimum.



## GOVERNMENT SYSTEMS continued

3. THE "SELF-INTEREST" ATTITUDE ADOPTED BY THE SERVICERS GENERATES INTERSYSTEM RIVALRY WHICH DEFINITELY IS NOT IN THE BEST INTEREST OF THE USERS.

Welfare workers, for example, are disturbed by the somewhat indiscriminate manner in which other support programs disentitle claimants, hold monies back or delay claims. This situation exists primarily because workers within the support programs feel confident that Welfare, being at the bottom of the ladder of support programs, will respond to the needs of the recipients instantly.

4. USERS REGARD THE INCOME SUPPORT SYSTEM AS A "MAZE" AND, THEREFORE FEEL FORCED, FOR THEIR SELF-PRESERVATION, TO PLAY "GAMES". SERVICERS ALSO PLAY "GAMES" BECAUSE THE SYSTEM DEMANDS IT. EMPLOYERS PLAY "GAMES" TO AVOID BUREAUCRATIC HASSLES.

Some USERS play "games" in completing the job search required by U.I.C. and Regional Social Services. There have been instances where 5 or 10 USERS do their job search as a team. When one individual has contacted a firm which has no job openings, he/she has passed the information along to the other members of the team. They, in turn, have inquired of the same company about job vacancies. This is an easy way of meeting their quota of job search, and therefore, remaining eligible for their Unemployment Insurance or General Welfare benefits.

The Job Exposure Program (J.E.P.) can be classified as a SERVICER system "game". The program requires that Unemployment Insurance (U.I.) claimants register at the Canada Manpower Centre (C.M.C.), prior to filing their claim, regardless of their actual desire to find employment. C.M.C. staff often assume or discover that a high proportion of the J.E.P. referrals are not actually interested in looking for a job and, therefore ignore this group to concentrate on other clients they consider to have a greater interest. This whole exercise is frustrating, particularly for sincere J.E.P. participants, and becomes nothing more than a passing around of paper.

EMPLOYERS also join in the "games". Some EMPLOYERS fill out U.I. separation slips in such a way as to not get hassles from U.I.C. For example, if an EMPLOYER checks "other" as reason for dismissal on the separation slip, he/she is almost assured to receive a telephone call from U.I.C. This process is time consuming.





GOVERNMENT SYSTEMS continued

5. REGULATIONS GOVERNING MANY INCOME SUPPORT PROGRAMS SEEMED DESIGNED TO MILITATE AGAINST THE HONEST USER.

Under the Family Benefits Act, if a husband deserts his wife, his wife then becomes entitled to apply for Family Benefits Assistance. If the husband and wife, however, have a legalized separation, the wife is excluded from Family Benefits Assistance.

6. A SERIOUS LACK OF COMMUNICATION PRESENTLY EXISTS BETWEEN SERVICER AND USER, AND BETWEEN SERVICER AND SERVICER, AND THROUGHOUT ALL THE ELEMENTS OF THE SYSTEMS.

The lack of communication between Servicer and User is well demonstrated by the following case. One W.C.B. claimant experienced constant delays in receiving his cheques. On several occasions, after not having been able to receive information from the local W.C.B. office, he contacted the W.C.B. Head Office in Toronto inquiring about the reasons for these delays. He was given no information until he received his last cheque. A W.C.B. claim officer from Toronto called him at that time advising him that his cheques were delayed because his medical reports had not been forwarded to the W.C.B. office every two weeks. The claimant had not been advised of this regulation prior to that moment.

The lack of communication between Servicer and Servicer was discussed by some C.M.C. counsellors. They compared the Mountain Office, where C.M.C. and U.I.C. operate in the same building, to the other local offices where C.M.C. and U.I.C. are in different locations. In the first instance, contacts are developed between U.I.C. and C.M.C. Servicers which open up lines of communication and bring about a clearer understanding of each other's role. In the second instance, resentment exists due to an almost total lack of communication.

7. THE PRESENT INCOME SUPPORT SYSTEMS TEND TO DEHUMANIZE BOTH THE SERVICER AND USER. AS A RESULT, MANY SERVICERS BECOME EXTREMELY INSENSITIVE TO THE PROBLEMS OF THE USERS.

One such example, is the case of a young welfare recipient who was challenged when he presented his job search. His worker remarked that he had merely listed companies out of the telephone book, thus



## GOVERNMENT SYSTEMS continued

implying that he was a liar. Fortunately, the young man was persistent and went on to name the people he had contacted in each of these industries. The Servicer finally accepted the job search but did so reluctantly.

The attitude of some Servicers toward their clients quite often reflects their personal feelings and, therefore, lacks objectivity. Some workers have gone as far as calling their clients "lazy bums", "losers", "garbage", "dirt", and "scum".

8. THERE IS A PRESSURE PUT ON SERVICERS BY THE COMMUNITY AND USERS OF THE SYSTEM TO MOVE IN A DIRECTION BEYOND THEIR ADMINISTRATIVE ROLE TOWARDS A SOCIAL SERVICE ROLE.

Single parents on F.B.A. look upon their workers as social workers and contact them when they experience difficulties. F.B.A. workers, on the other hand, stated that their function is administrative and not social work. C.M.C. counsellors also felt that the public and community organizations perceive them as social workers. Their function is employment counselling, not rehabilitation.

9. INFORMATION AND PROCEDURES RELATED TO A SPECIFIC SYSTEM IS OFTEN DIFFICULT TO OBTAIN AND/OR UNDERSTAND EVEN FROM SERVICERS PROVIDING THIS PARTICULAR SERVICE.

Advocates, who make it their policy to be aware of the system's rules and regulations, experience difficulties in obtaining information related to procedures from the Servicers. They feel that recipients are only told what they cannot do and not what they can do.

A Council of Advocates has developed which assists Users in understanding the systems. Larger unions also train some of their members in an advocacy role. However, the great majority of Users have no access to persons experienced in dealing with the systems.



GOVERNMENT SYSTEMS continued

Brochures and pamphlets available on different programs are, most of the time, written in terminology incomprehensible to individuals with little education.

10. SOME INCOME SUPPORT PROGRAMS TEND TO BE COUNTERPRODUCTIVE AS AN INCENTIVE TO RETURN TO THE WORK FORCE.

The U.I.C. regulation that a claim is based on the last salary received is, however, a disincentive for claimants to return to the work force. If a worker's regular salary were \$5 per hour and upon lay-off he accepted a job at \$3 per hour, but was dismissed after eight weeks or more, his claim would be based on his last salary. His claim would have been higher if he had not accepted the \$3 per hour job.

A worker, whose salary is \$15,000 per year gross, and who supports a spouse and two dependents, has a taxable income of \$12,324. If he becomes a Workmen's Compensation Board (W.C.B.) claimant, he may receive \$12,000 per year non-taxable benefits from W.C.B., plus \$2,160 per year from Canada Pension Plan, plus O.H.I.P. coverage representing \$396 per year. Adding the cost of living expenses to these amounts, this individual is now receiving \$15,756 per year. These benefits exceed this worker's regular earnings and are, therefore, counterproductive as an incentive to return to the work force.

Contrary to the general assumption, it is true however, that only at the level of four dependents does an individual receive more money on General Welfare Assistance (G.W.A.) than he would working at minimum wage.

11. INCOME SUPPORT PAYMENTS AND BENEFITS, SUCH AS GENERAL WELFARE ASSISTANCE (G.W.A.) TO A LESSER EXTENT, AND FAMILY BENEFITS ASSISTANCE (F.B.A.) TO A GREATER EXTENT, TEND TO BREED A LONG-TERM DEPENDENCY ON TRANSFER PAYMENTS BY THE USER.

The Family Benefits program, being only an income support program, does not offer incentives or support systems, including financial, to mothers who wish to join the work force. Some mothers, who have returned to work, find that their net income is less than F.B.A.





GOVERNMENT SYSTEMS continued

and therefore, revert to Family Benefits Assistance. As a result, the mothers on F.B.A. become dependent on this income support program and consider it their security blanket.

General Welfare Assistance is also looked upon as a passport to security but to a lesser degree. Most welfare recipients, unless designated unemployable, are encouraged to look for work or enter into institutional or industrial training.

12. THE TRANSFER PAYMENTS ISSUED BY F.B.A. AND G.W.A. ARE NOT INDEXED AND HENCE DO NOT KEEP PACE WITH THE RISING COST OF LIVING.

The F.B.A. allowance has not increased since October, 1975 while the G.W.A. allowance has remained static since June, 1975.

13. THERE ARE ADMINISTRATIVE DELAYS IN PROVIDING BENEFITS BY SOME SERVICERS e.g. WORKMEN'S COMPENSATION BOARD AND UNEMPLOYMENT INSURANCE COMMISSION.

W.C.B. has its Head Office in Toronto and the majority of claimants we talked with waited two to three months and sometimes longer before receiving any monies. Delays were mainly due to the centralization of all files in Toronto and the inaccessibility of the claims officers.

U.I.C. also seems to be famous for such delays. One claimant waited 2½ months for his claim to be processed. He was then told that he was not eligible. During that period of time, he had to borrow money to survive.

14. BECAUSE THERE ARE TWO INCOME MAINTENANCE DELIVERY SYSTEMS, SHORT-TERM (G.W.A.) AND LONG-TERM (F.B.A.), THE CLIENT GETS CAUGHT IN THE MIDDLE.

Generally speaking, the single, divorced or separated woman, with dependent children, who is going to be on an income support program for a lengthy period, must first apply for General Welfare. While on General Welfare, she must apply for Family Benefits which takes approximately three months to grant.



GOVERNMENT SYSTEMS continued

The applicant has to fill out almost identical forms for each system, repeat her story several times, and have at least two if not three Servicers. This process creates frustration, confusion and anxiety for the applicant.

15. THE SYSTEMS ARE POORLY GEARED TO DEAL WITH THE PROBLEMS AND TO MEET THE NEEDS OF "HARD-TO-EMPLOY" USERS--FUNCTIONAL ILLITERATES, NON-ENGLISH SPEAKING INDIVIDUALS, PHYSICALLY AND MENTALLY DISABLED, EX-INMATES, EX-PSYCHIATRIC INDIVIDUALS AND EX-DRUG USERS.

Functional illiterates and non-English speaking persons experience difficulties in filling out the complex forms utilized by government departments.

Some physically disabled persons suffer hardships because of the inadequate accessibility of most government offices.

Ex-inmates are caught in a vicious circle when applying for welfare. They need to present an offer of employment letter in order to become eligible for General Welfare Assistance.

16. ELECTED REPRESENTATIVES' INTERVENTION IN THE SYSTEM IS OFTEN CONSIDERED BY THE USERS AS THE ONLY WAY TO BREAK BUREAUCRATIC LOG JAMS. FRONT LINE SERVICERS FEEL THAT THE REQUEST OF AN ELECTED REPRESENTATIVE MUST BE GIVEN PRIORITY AND THIS INTERVENTION MAY TEND TO LESSEN THE OVERALL EFFICIENCY OF THE SYSTEM.

A high proportion of individuals, out of the relatively small number we talked with, had approached their elected representative for help.

17. SERVICERS WHO ADMINISTER SYSTEMS OF INCOME SUPPORT PAYMENTS ARE ALSO REQUIRED TO INVESTIGATE ABUSES OF THE SYSTEM.

Both U.I.C. and G.W.A. front line workers have the authority to cut the User off benefits if they feel the system is being abused.

The subjective judgment factors in this decision can lead to a denial of natural justice.



GOVERNMENT SYSTEMS continued

18. THERE IS SERIOUS CONFLICT IN THE INTERPRETATIONS OF THE RULES AND REGULATIONS AMONG SERVICERS.

A welfare job search presented to one G.W.A. Servicer was found to be adequate, while it was considered inadequate by another G.W.A. Servicer.

19. DEFINITIONS OF LEGAL FAMILY UNITS IGNORE THE REALITY OF PRESENT DAY ECONOMIC RELATIONSHIPS.

Most of the income support system's regulations are based on traditional legal relationships. In today's society, the existence of the economic unit often bears no connection to the legal relationship. A man living common-law with a mother on F.B.A. is, in many cases, listed as a boarder. Therefore, the mother is still eligible for Family Benefits.

20. THERE IS A CONFLICT OF EXPECTATIONS BETWEEN BOTH EMPLOYERS AND EMPLOYEES, THE USERS OF C.M.C. SERVICES, WHICH IN MANY CASES IS COUNTERPRODUCTIVE. EMPLOYERS LIST ONLY A PERCENTAGE OF THEIR JOB VACANCIES WITH THE CANADA MANPOWER CENTRE WHILE MANY JOB SEEKERS LOOK UPON THE C.M.C. AS THE MAJOR BANK OF JOB VACANCIES.

Approximately 25% of the job vacancies in the Hamilton-Wentworth area are listed with the C.M.C. Many job seekers, who assume that the C.M.C. has a list of all job vacancies, will demand that the C.M.C. refer them to a known job opening. C.M.C. might not be aware of this particular job vacancy. This assumption leads to job seekers neglecting to do door-to-door canvassing, to check newspaper ads and to follow-up on word of mouth information. All of these are important areas which should also be explored in a job search.

21. EMPLOYERS BELIEVE THAT C.M.C. COUNSELLORS ARE NOT SUFFICIENTLY CONVERSANT WITH A PARTICULAR PLANT OR INDUSTRY TO PROVIDE THE TYPE OF REFERRALS THE EMPLOYER IS SEEKING TO FILL HIS JOB VACANCIES.
22. EMPLOYERS ARE PREPARED TO CHALLENGE ABUSES OF THE INCOME SUPPORT SYSTEMS, BUT THEIR LACK OF INFORMATION ABOUT THE SYSTEMS MAKES THIS DIFFICULT.





## YOUTH

23. MANY YOUNGER PEOPLE HAVE A BASIC PHILOSOPHIC OUTLOOK WHICH IS UNLIKE THAT OF OLDER PEOPLE. INCOME SUPPORT PROGRAMS ARE SEEN AS A "RIGHT" BY THE YOUNG. THOSE WHO HAVE BEEN ACTIVE PARTICIPANTS IN THE WORK FORCE ALSO FEEL THAT IT IS THEIR RIGHT, BUT ARE UNCOMFORTABLE WITH THE SOCIAL STIGMA ATTACHED TO BEING CLASSIFIED AS RECIPIENTS.

Older people feel like "second class citizens" when they become recipients of an income support program. They consider themselves "different" from the average citizen and a failure in the eyes of society.

24. MANY YOUNG PEOPLE, EXPERIENCING DIFFICULTIES IN FINDING AND RETAINING EMPLOYMENT, APPEAR TO SUFFER FROM A LOW LEVEL OF MOTIVATION AND RELIABILITY.

Our Committee initiated a six week experiment dealing with 10 unemployed young people. The purpose of the experiment was to identify barriers within the system as well as the participants' internal or external barriers hindering them from getting jobs. The majority of the participants were frustrated by their unsuccessful job search which accounted partly for their low level of motivation. However, they also proved to be unreliable in keeping appointments with the Project Co-ordinator and in following-up on job possibilities.

As of March, 1977, there were 5,329 young people under the age of 24 on U.I.C., and 1,100 on welfare between the ages of 16 and 25 years.

## EDUCATIONAL SYSTEM

25. THE EXISTING EDUCATIONAL SYSTEM DOES NOT PLACE SUFFICIENT EMPHASIS ON JOB ORIENTED SKILLS OR TRAINING FOR STUDENTS. AS A RESULT, YOUTH LEAVE SCHOOL WITH UNREALISTIC EXPECTATIONS OF THE COMPETITIVE JOB MARKET, e.g. WAGE EXPECTATIONS.

Often the counselling is provided in the schools by university graduates who, in most cases, are well trained in the academic field but have little knowledge of the non-academic job market. Many high school graduates, because of their lack of pertinent information, enter the labour market expecting ready access to jobs at \$4 to \$5 per hour.



## EDUCATIONAL SYSTEM continued

26. SOME EMPLOYMENT TRAINING COURSES ARE REDUNDANT TO THE FUTURE NEEDS OF THE LABOUR MARKET, e.g. NURSES, TEACHERS, INTERIOR DECORATORS.

Some individuals enroll in interior decorating courses, lured by the glorified aspect of the job. Unfortunately, they realize, after doing an extensive job search, that there is little demand in that field. They end up, in many instances, working as sales clerks.

## EMPLOYMENT PREPARATION

27. INDIVIDUALS WHO WISH TO JOIN THE REGULAR WORK FORCE ARE IMPEDED BY A LACK OF PRACTICAL EXPERIENCE OFTEN CONSIDERED A REQUIREMENT FOR MANY JOBS.
28. EMPLOYERS PLACE GREATER VALUE ON "ON-THE-JOB-TRAINING" OR APPRENTICESHIP RATHER THAN ON ACADEMIC TRAINING AND YET ARE RELUCTANT TO PROVIDE THE OPPORTUNITIES FOR THIS TRAINING.

For example, a person wishing to be indentured as an apprentice in a particular trade cannot do it on his/her own in the same way that he/she can register for a regular training course. Initially, he/she has to locate an employer willing to hire him/her as an apprentice in that trade. Because employers do not always have vacancies at the junior level or do not meet the ratio of journeymen/apprentices required by the Apprenticeship Branch of the Ministry of Colleges and Universities, in conjunction with some Trade Unions, opportunities of entry into apprenticeships are very limited.

29. OLDER WORKERS FACING OBSOLESCENCE IN THEIR JOBS ARE NOT OFFERED OPPORTUNITIES TO UPDATE THEIR SKILLS IN ORDER TO REMAIN GAINFULLY EMPLOYED.
30. MANY OF THE "HARD-TO-EMPLOY" HAVE LITTLE KNOWLEDGE OF HOW TO CONDUCT AN EFFECTIVE JOB SEARCH.

Referring once again to the C.E.S. Management Committee experiment with the 10 young people, the Project Co-ordinator remarked that the participants were ill-prepared to conduct an effective job search. Most of them were sporadically exerting their efforts in an unorganized, inconsistent job search. Needless to say, their initiatives were fruitless.



## EMPLOYMENT PREPARATION continued

31. THERE IS AN ALMOST TOTAL LACK OF HALFWAY SERVICES FOR THE "HARD-TO-EMPLOY" TO GIVE THEM A REALISTIC PREPARATION FOR THE EVENTUAL ENTRY INTO THE LABOUR MARKET.

One provider of such services is project L.O.N.A.R. (Linking of Needs and Resources). This work activity project sponsored by the Regional Municipality of Hamilton-Wentworth offers a transitional program to Welfare recipients who are not able to cope with a normal job situation. Participants are involved in activities such as home repairs, appliance repairs, cleaning, and receive an incentive allowance of \$3 to \$5 per day. They gain confidence in their ability to compete in the regular work force, and they consider themselves privileged to be on this program.

32. EMPLOYERS ARE WILLING TO HIRE "HARD-TO-EMPLOY" JOB SEEKERS AND TO DEVOTE THE EXTRA TIME REQUIRED IN TRAINING THEM, BUT SUCH SPECIAL ASSISTANCE TENDS TO CREATE INTERNAL PROBLEMS BETWEEN THE OTHER EMPLOYEES AND MANAGEMENT.

One Hamilton firm hired a "hard-to-employ" individual as a sewing machine operator trainee under the Canada Manpower Industrial Training Program. The employer was willing to help this individual overcome her attitudinal problems and re-adjust to a normal work situation. After several weeks of training, the worker still required a considerable amount of support, and was not producing at an acceptable level. As this employee was paid a comparable hourly wage to that of the regular employees but was producing considerably less, dissension mounted among employees, union and management. This situation did not improve as time went by and the "hard-to-employ" individual finally had to be released.

## SOCIETY

33. SOCIETY SO VALUES ACADEMIC QUALIFICATIONS THAT SOME INDUSTRIES GEAR THEIR HIRING TO ACADEMIC REQUIREMENTS REGARDLESS OF WHETHER THERE ARE ACADEMIC REQUIREMENTS IN THE ACTUAL JOB TO BE DONE.

Some firms vary their educational requirements for jobs according to the fluctuation of the labour supply. A job that has a Grade XII entry requirement in 1977, when there is an excessive labour supply, may only have an entry requirement of Grade X in 1979 if the labour supply dwindles.





SOCIETY continued

34. PUBLIC OPINION SUGGESTS THAT ALMOST ALL RECIPIENTS OF INCOME SUPPORT PAYMENTS, EXCLUDING MOTHERS ON F.B.A., ARE "AT FAULT" FOR NOT WORKING.

GENERAL

35. EMPLOYERS ARE BEING APPROACHED IN AN UNCO-ORDINATED FASHION BY NUMEROUS GOVERNMENTAL AND COMMUNITY GROUPS EACH SEEKING TO ASSIST THEIR CATEGORIES OF THE "HARD-TO-EMPLOY".

Listed below are a few such groups:

- Canada Manpower Centre
- Citizen's Action Group
- Hamilton Psychiatric Hospital
- John Howard Society
- People for Alliance
- Placing Assessed Trained Handicapped
- Vocational Rehabilitation Branch of the  
Ministry of Community and Social Services

36. MANY "DO-GOODER" PROJECTS RAISE FALSE EXPECTATIONS AND TEND TO DABBLE OR PLAY "GAMES" WITH THE USERS.

Certain Local Initiatives Programs, for example, cannot accomplish what they are set-up to do due to the temporary nature of their existence. Projects, especially in the social service field, may start dealing with a specific category of individuals but, because of lack of funds, have to terminate prior to having solved their clients' problems.

37. MANY USER GROUPS ARE BEING RESEARCHED AND EXPERIMENTED WITH IN AN UNCO-ORDINATED MANNER.

The School Boards, Social Planning and Research Council, McMaster University, Provincial and Federal departments have all, at one time or another, done research on youth. Each research paper was geared to a specific situation such as young people as school drop-outs, young people as unemployed, and young people as Welfare recipients. The information gathered by the research workers is often a duplication and overlap of existing data and instead of being utilized for problem-solving, is merely filed away.





GENERAL continued

38. WORKING CONDITIONS WITH A FEW EMPLOYERS ARE INTOLERABLE, e.g. BELOW MINIMUM WAGES, POOR SAFETY CONDITIONS AND NO OVERTIME PAY.

There have been instances when an agency was called by employers who had job vacancies for possible referrals. The salaries quoted by the employers to the agency worker were \$4 per hour. However, the individuals referred to the job site were reported as being paid less than the minimum wage.

39. THERE IS A REAL DESIRE BY LABOUR REPRESENTATIVES AND BUSINESS MEN TO WORK ON THE SOLUTION TO EMPLOYMENT RELATED PROBLEMS BUT THERE IS ALSO DEEP DISTRUST, BY BOTH GROUPS, OF GOVERNMENT ATTEMPTING TO PROVIDE LEADERSHIP IN THAT AREA.

Both groups reacted favourably to the C.E.S. community-based approach to the local concerns.



## GLOSSARY OF TERMS AND ABBREVIATIONS

Users	- Individuals who are dependent on income support payment for all or most of their income
Servicers	- Individuals who engage in providing a service to the User group either by counselling the User; dispensing the income support payments; or assisting with the job search.
Employers	- Individuals who potentially will provide jobs for the Users.
C.E.S.	- Community Employment Strategy
C.M.C.	- Canada Manpower Centre
F.B.A.	- Family Benefits Assistance
G.W.A.	- General Welfare Assistance
J.E.P.	- Job Exposure Program
L.O.N.A.R.	- Linking of Needs and Resources
O.H.I.P.	- Ontario Hospital Insurance Plan
U.I.C. and U.I.	- Unemployment Insurance Commission
W.C.B. and W.C.	- Workmen's Compensation Board







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